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We are pleased to present our report *New Realities - New Directions: A Social Development Strategy for Metropolitan Toronto* to Metro Council and to the community.

Metro Toronto is at a turning point. There are new and daunting social and economic challenges facing our community and our government. *New Realities - New Directions* is our response to these challenges. It speaks to our vision of Metropolitan Toronto.

Our efforts have from the very beginning been guided by the community. We talked to many Metro residents who shared their concerns and hopes for the future with us. Their comments and suggestions have been invaluable in developing this report. We thank these residents for their time, for their ideas and for their commitment.

This report proposes new directions that will guide Metro government's social development efforts over the next decade. We believe that these directions will enable Metro to effectively use its resources, in partnership with the community, to address the new realities we face. *New Realities - New Directions* prepares Metro government to be a leader in social development.

We see this report as a beginning. We believe it is a foundation for social development in Metro Toronto. However, we realize that our goals can only be accomplished through the collaborative effort of all levels of government and the community.

Norm Gardner

Joan King

Maureen Prudon

ERRATA

New Realities – New Directions
A Social Development Strategy for Metropolitan Toronto

Please note the following changes:

- page 29, second paragraph should read:

  Of that total expenditure for social services, just over $1 billion is cost-shared by senior levels of government. Cost-sharing and inter-governmental relations have become the major pressure points in the system. These are discussed in the next sections.

- page 29, third paragraph should read:

  The social services system has been based on a negotiated partnership between the senior levels of government. This partnership has operated on the understanding that in this country the provision of social welfare can be supported effectively only through federal-provincial cooperation.

- page 42, last paragraph. The last sentence should read:

  Whether it is in child care, social assistance, or services for seniors, the Department must develop systems of service delivery which strengthen and support related community-based services.

New Realities New Directions

A Social Development Strategy for Metropolitan Toronto

The Final Report of The Social Development Strategy Task Force

TORONTO, ONTARIO • DECEMBER, 1991

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Executive Summary

In September 1989, Metropolitan Toronto Council established a Task Force and assigned it the challenging responsibility of creating a Social Development Strategy for the 1990's. • *New Realities - New Directions* is the final report of the Metropolitan Toronto Social Development Strategy Task Force.

It is the culmination of more than two years of work and sets directions that will help to guide social policy over the next 5 to 10 years.

The Context for Change

The Social Development Strategy has been developed within the context of significant social, economic and demographic changes in Metropolitan Toronto. Global restructuring and competition are altering the very shape of the economy and the opportunities available to Metro Toronto residents. Family structures are changing, Metro's population is increasingly diverse and aging, and people are more and more concerned about their children's future.

These changes are compounded by the worst recession since World War II. Over a quarter of a million Metro residents now rely on welfare for their basic needs. The financial and human costs associated with this level of safety net use are staggering. Pressure on all Metro's community services - both community-based and government-delivered - is unparalleled and increasing.

This is a critical time for Metro Toronto. As a community we are at a turning point. We feel the same concerns for Metro Toronto's future as many of its residents. And like them, we believe now is the time to act.

The Social Development Strategy represents a key component of the continuing effort to plan for change within Metro Toronto. It is consistent with the broad directions set out in Metro's Strategic Plan and realized through the Official Plan and the Economic Development Strategy. In effect, it is the social development component of Metro's planning efforts, building on the Strategic Plan's goals of social equity and access.

Foundation for Social Development

New Realities - New Directions has three primary objectives. It sets out two fundamental goals for social development in Metro, and states a clear role for Metro government as a planner and funder of community services. It proposes priorities for social development through our strategic directions.

Our approach to social development is based on the belief that development must be by, for, and of the people. This belief is reflected in the way the Task Force has carried out its mandate. We talked with and listened to Metro residents. They told us their issues, they told us what they wanted to see changed, and they suggested things that should be done.

Our goals for social development are to support and strengthen communities, and to ensure equitable access to community services and resources. We feel that it is through these goals that we can achieve our vision for the future.

As a major provider of "people services", Metro government has worked successfully with communities, area municipalities, and senior levels of governments. This report clarifies and reinforces the role of Metro government as a regional planner and coordinator and as a key liaison between senior levels of government and communities.

Building on this experience, we set out a clear social development role for Metro. We see Metro as the level of government that can effectively coordinate and integrate social planning within Metro Toronto, represent community interests at the senior government level, and coordinate the management and allocation of resources. Metro government also must act as a catalyst, leader and initiator in responding to emerging and changing social needs.

We propose two broad sets of strategic directions to guide Metro government. The first set of directions provides a foundation for social development in Metro communities. The second set supports Metro's role as a regional social planner and manager. We also suggest actions that the Metropolitan Community Services Department should take to promote equitable access and support communities through its services.

These directions build on Metro government's strengths and experience, and challenge Metro to be a leader in strengthening communities and improving access.

Our Strategic Directions

Social Development in Communities

We propose three strategic directions that reflect our firm belief that Metro government can and must work with and within communities to encourage social development. These strategic directions, taken together, provide a foundation for social development in Metro communities.

Access Centres

We propose developing access centres in communities to provide a focal point for information and community resources. These centres would serve as entry points to the Community Services Department services system. We see them incorporating other services provided by Metro government that would be appropriate to the local area. The centres would also act as incubators for new community groups or services, as well as serving as bases for the Department's community development activities.

We recommend implementing four pilot projects, each of which will initially run for a two-year period. To ensure that these models respond to local needs, communities will be

involved in decisions about the way each centre is planned, designed and operated.

Strengthening Communities Through Community Development

We propose that the Community Services Department define a broad and consistent Metro approach to community development. Building on the Department's existing community development efforts, we believe this approach must expand the scope of existing efforts, set out new priorities for community development, and identify the resources necessary to respond to these priorities.

In addition, we believe that the current community development program within the Community Services Department should be strengthened to address the growing need for more adequate and effective service provision in underserved areas, particularly in suburban communities where there are sizable gaps in services.

Supporting Innovation

We propose that Metro support innovation in communities by developing innovative and effective service delivery models for community-based services, and supporting new and innovative community responses to unique local needs.

The Community Services Department must also support innovation in service delivery by expanding community and consumer participation in decision-making, and encouraging collaboration and partnership with other service providers and professionals in service areas.

Planning for Social Development: New Directions for Metro

We have identified four strategic directions that support Metro's efforts to play a major role in regional planning, management, and coordination of service delivery.

Research

The ability to identify, analyze and interpret changes in Metro's communities is critical to anticipating and preparing for the future. Therefore, we propose that Metro's research capacity be enhanced and that it develop a comprehensive research agenda.

This will involve more effectively monitoring social trends, providing decision-makers with the information they need to allocate scarce resources, developing successful partnerships with other governments, universities and other agencies and institutions, and assisting communities by improving access to Metro government's research resources.

Social Policy Advocacy

We believe that Metro government should be taking clear, consistent positions on social development issues and arguing those positions to those most able to make change happen. This will involve lobbying other levels of government; it will also involve partnerships with communities to pursue social development issues.

We propose that Metro develop a systematic and broad advocacy strategy. This will be accomplished by strengthening Metro government's role as a lobbyist on social development issues, developing innovative advocacy vehicles, and developing public education and prevention outreach strategies focusing on critical social issues.

Linking Planning Processes

Social development involves more than traditional social issues or social services. A social development strategy that aims ultimately to improve quality of life must recognize that people's lives are not separated into issues that fit neatly into bureaucratic compartments.

We recommend three ways to improve the ability of Metro government, and specifically the Community Services Department, to

address social development issues comprehensively and to recognize and act on the need to better integrate planning processes.

First, we propose the development of a protocol to serve as a framework for conducting social impact assessments. In addition, we support the creation of an inter-departmental process to investigate options for developing effective planning linkages among Corporate planning bodies. Finally, we recommend the establishment of a Social Development Round Table to provide ongoing advice to Metro Council on social development issues.

Communication

Effective communication is essential to complement Metro government's research and advocacy efforts. We focus on four ways that will allow Metro government to provide residents with accessible, useful information about social trends and issues, about Metro's roles and responsibilities and about the services that Metro delivers or supports.

We believe that Metro government must develop a system for monitoring and reporting on social development issues. We also propose specific ways of improving Metro's ability to communicate with an increasingly diverse community by developing a more "user friendly" approach to its public communication.

Metro government must also ensure that translation and interpreter services are accessible to service users and that more effective ways of using non-print media are developed.

Social Development and Service Delivery

Through its consultations, the Task Force has identified actions that Metro must take as a direct service provider to improve the effectiveness and responsiveness of its community services, its relationships with users of services, and its communication with a diverse public.

The report focuses on three areas: consumer-focused service delivery, community involvement in service provision, and improving access to services.

Completing the Strategy

Developing a social plan for Metropolitan Toronto has given us a clear understanding of the problems facing the service planning and delivery system. We openly acknowledge that Metro government cannot address these problems alone. It has neither the financial resources, the legislative authority nor all the solutions to the current challenges.

The key to our implementation strategy lies in solid partnerships. First and most important, Metro government needs to strengthen its relationship with the community. We began to do this through the Social Development Strategy process. It is recognized in the Social Development Strategy's goals and strategic directions.

Even in an ideal environment with a strong and supportive partnership with the community, Metro's ability to implement these strategic directions would be inhibited by the existing service system. Metro faces two key barriers: the current fiscal constraints and the lack of clarity regarding the respective authorities and responsibilities of the Provincial and Metro governments. Metro government cannot afford its share of the current service system and is consequently restricted in its ability to provide new and expanded services to meet the increasing demands.

It is essential that a new partnership be struck with the Provincial government. While our report proposes that Metro take on a primary regional planning and funding role for social and community services, the current

infrastructure is inadequate and cannot support that role. Instead, red tape and discussions over mandate and cost-sharing negotiations consume increasing amounts of Metro's time and energy. This new partnership must be based on a clarification and rationalization of responsibilities and a realistic division of financial obligations. It must recognize the new role the Task Force has proposed for Metro government.

Looking Ahead

New Realities - New Directions is evidence of Metro government's commitment to social development. It is a clear statement about the type of Metro we want to live in over the next decade. Equally important, it is a statement about the role Metro government will play in working in partnership with others to realize our vision.

Our Social Development Strategy renews Metro government's commitment to building strong communities and improving access for its residents. The challenge for Metro and its communities is to make these goals a reality.

A Better Place to Live

"If you open the door, there are all kinds of opportunities." • "We don't want everything to come from the government, but we do need help." • "We should focus on what makes people poor." • "We are losing green space and our view of the sky." • "Government must open up to communities."

These are some of the many voices of people who contributed to this report. They speak eloquently of their concerns and aspirations for the place they call home: Metropolitan Toronto.

New Realities - New Directions is the final report of the Metropolitan Toronto Social Development Strategy Task Force. It is the culmination of more than two years of work. This report sets directions that will help to guide social policy for the 1990's. Final approval for this Strategy rests with Metropolitan Council.

The Task Force is composed of nine Metropolitan Toronto Councillors and is chaired by Councillor Brian Ashton. The other members are Metropolitan Toronto Chairman Alan Tonks, East York Mayor David Johnston, and Councillors Norm Gardner, Joan King, Dale Martin, Dick O'Brien, Joe Pantalone and Maureen Prinsloo.

This report has been enriched and strengthened by the participation of many Metropolitan Toronto residents. How well our Strategy will serve Metro residents depends upon their continuing involvement and support.

What is This Report?

In 1991, Metropolitan Council endorsed a clear and straightforward statement about the purpose of the government of Metro Toronto. This purpose, according to the Metro Strategic Plan, is to "build and sustain a diverse urban community, one that is socially, economically and environmentally healthy."

The Social Development Strategy Task Force embraces this simple but powerful statement. We believe that making Metro Toronto a better place to live for all residents means looking ahead, identifying the social challenges facing us and choosing the best ways to deal

with them. In the area of social development, it ultimately means determining how Metro can use its resources most effectively and efficiently.

New Realities - New Directions, which will serve as Metro's first social plan, proposes a clear set of strategic directions to focus Metro government's efforts to plan for and meet social needs in an increasingly diverse and dynamic city, and to guide the development of social policy and social services over the next 5 to 10 years.

These directions emerge from, and reflect, the Task Force's strong belief that Metro's social plan must:

- identify and shape an appropriate role for Metro government in social development;
- respond to the issues that we have heard are important for Metro's diverse communities; and
- plan and deliver social and community services effectively.

We propose a number of strategic directions to achieve our social development goals. Specifically, they provide direction to Metro Council by outlining ways to support social development in communities and ways to support Metro government as a regional social planner.

Our first set of strategic directions responds to our belief that Metro must work with and within communities to support social development. We propose three broad directions:

- developing locally-based access centres;
- strengthening Metro's role as a community developer; and
- supporting innovation in communities and in service delivery

Our second set of strategic directions is aimed at making Metro government a more effective regional social planner and social developer. We set out four directions:

- an enhanced research capacity and comprehensive research agenda;
- a systematic and broad advocacy strategy;
- effective working links between social, economic, land use, and environmental planning processes; and
- a comprehensive, multifaceted communication strategy.

Each of these directions builds on Metro's strengths and experience. They challenge Metro government to play a leadership role in strengthening communities and promoting access to community resources.

Finally, it is critical to note that *New Realities - New Directions* is a strategic plan, not a blueprint. As a Task Force, we believe that the directions we put forward begin to address the critical social issues facing Metro Toronto, yet do not preclude other possible directions. We presume that this plan will be revised to take into account experience gained from the ongoing efforts to better meet the needs of Metro's residents.

Within the larger context of Metro government, the Social Development Strategy represents a key component of an emerging effort to plan systematically for change within Metro Toronto. It is consistent with the broad directions set out in Metro's Strategic Plan and realized through the Official Plan and the Economic Development Strategy. In effect, it is the social development component of Metro's planning efforts, building on the Strategic Plan's goals of social equity and access. Ultimately, the Social Development Strategy will allow Metro government to combine and redeploy traditional resources and roles in a creative way that promotes social development in communities.

What is Social Development?

This report proposes strategic directions for social development for Metro Toronto. But what is social development? Who will benefit? Who will undertake it?

We have adopted the approach of the United Nations Human Development Program. Based on this approach, we have defined social development as development centred on people. It is development by people, for people, and of people. It is development that increases people's choices, but not at the expense of others, and not at the expense of the next generation.

Governments, institutions, community agencies, groups and individuals must all work together to achieve:

- *development of people* so that they can participate fully in Metro's economic, political and social life;
- *development by people* through their real involvement and participation in shaping their lives and communities; and
- *development for people* by ensuring that real efforts are made to provide equitable access to opportunities for all.

This approach constitutes the broad framework within which we believe Metro government can promote and support social development within Metro Toronto.

The principles, vision, and goals presented below shape the strategic directions we propose.

Principles for Social Development

Social development is closely tied to the principles that express our fundamental values, and, we believe, the values of the Metro community. As well, these principles were initially stated in our Interim Report, *Strengthening Our Communities*, and were reaffirmed during our second round of consultations.

These are our social development principles:

We believe there is a minimum standard of living, and no resident of Metropolitan Toronto should fall below this level. The standard includes having adequate income, sufficient nutritious food, adequate and affordable shelter, and sufficient clothing.

We believe that all residents of Metropolitan Toronto should be able to live in a healthy, clean environment and in a safe environment, free from intimidation and acts of violence.

We believe residents should have equal access to the diversity, wealth of opportunities, and benefits of Metropolitan Toronto.

We believe Metropolitan Toronto is enriched by its diversity and we are opposed to any form of discrimination based on age, disability, gender, race, ethnicity, religion, sexual orientation or socio-economic background.

We believe that to keep Metropolitan Toronto liveable, we must ensure that all individuals and social groups feel a sense of ownership of the region's social, political, economic and cultural life and have an investment in the future.

We believe in strong communities and neighbourhoods that provide their members with identity, a sense of belonging and support.

We believe it is of paramount importance to assess the social benefits and consequences of all plans and policies to ensure their consistency with these principles.

Our Vision

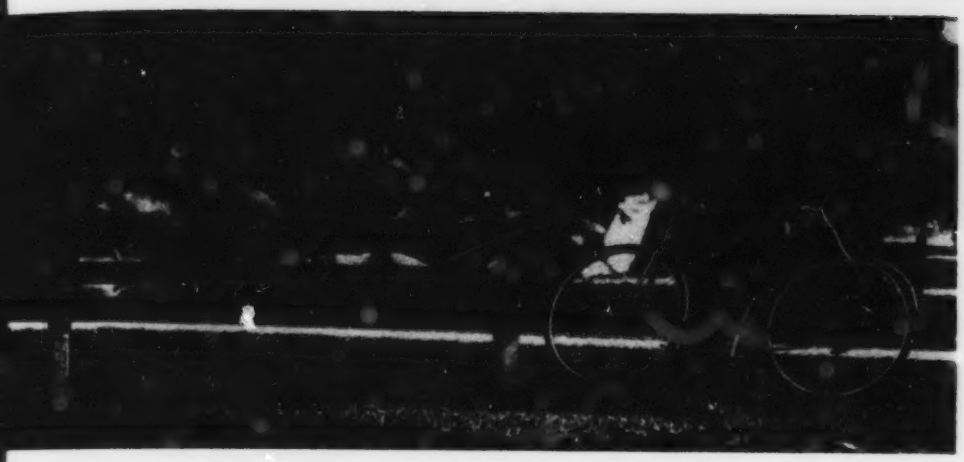
Our principles lead us to envision a Metro community in which there is no more hunger or deprivation, no more violence and discrimination, no more pollution and alienation.

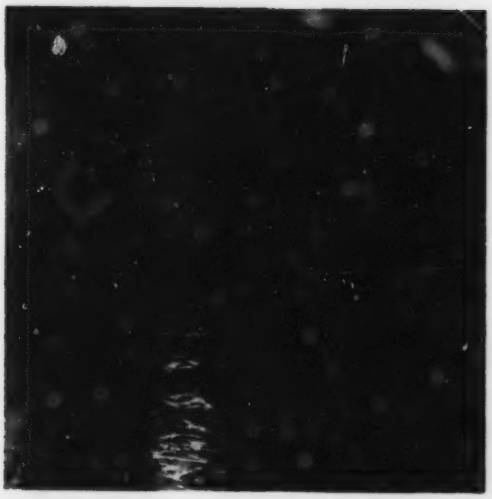
We have a vision of a community motivated by a sense of possibility, where people feel that they can make a difference, where the future does not happen to them but happens *because* of them. People are united by a common understanding that everyone shares a collective interest in making Metro Toronto a good place for all its residents.

We believe such a community would provide abundant and diverse economic opportunities to all Metro residents; it would be a community where people can find good jobs and earn incomes adequate to meet their needs. Economic change and growth would bring benefits to all residents.

Critical to our vision is the idea that prosperity is recognized and experienced as a social achievement, and not exclusively an individual one. Ultimately, Metro Toronto's quality of life depends on how many people have access to opportunity and prosperity.

We also see clearly a community with a simple bottom line: no one is deprived of the basic necessities of life, including adequate





income, food, clothing, and shelter. We imagine a city that cannot afford homelessness, hunger, and poverty.

We envision a city where residents have opportunities for meaningful participation in decisions that affect them, and can contribute their ideas, opinions, and energy to the social well-being of their communities. They share responsibility for helping one another and for supporting their communities.

This is an ideal towards which we must strive. We realize Metro Toronto will never completely attain this ideal, but it is vital to continue to work towards a better future.

Otherwise, we are in danger of losing ground in the present.

Looking ahead, we have a vision of a Metro government that is an effective social developer; a government that plans and acts in ways that strengthen individuals and communities.

How can we as a Metro community move towards this vision of the future?

Bell

The Task Force believes that our Social Development Strategy will help us move in the right direction. This Strategy will bring Metro government closer to communities and residents. It will strengthen Metro's ability to play a strong role in planning and advocating for change. It is intended to make Metro government a leader in social development.

Through our Strategy, we clarify what the role of Metro government should be in social development and propose specific ways to target Metro's efforts. We also acknowledge that Metro must find better ways of creating partnerships with other levels of government, and particularly with communities to take joint action in addressing the challenges facing us.

Goals of Social Development

We have established two goals for our Social Development Strategy. These goals are based on our belief that it is critically important that all residents of Metro Toronto have access to the many opportunities and services available. Metro's communities have played a key role in making Metro Toronto a liveable and enjoyable place. We believe that access to services and resources can best be achieved by building and strengthening communities. Our goals are:

- **Metro will promote and strengthen communities; and**
- **Metro will ensure equitable access to all community resources.**

The first goal commits Metro government to supporting services in communities that are tailored to meeting their needs. Metro Toronto's increasing diversity demands flexible services that respond to unique needs.

Our second goal implies an equal standard of service and resources across Metro Toronto, accessible to all. Metro government has traditionally acted as a guarantor of a certain basic level of service; for example, social assistance is a Metro service that must be available to all persons who are eligible on the basis of need.

We know resources will be scarce in the near future. It will be difficult to guarantee a certain basic level of service to all residents and respond flexibly to unique needs. Metro government will have to balance its priorities carefully. While continuing to act as a guarantor, Metro must expand its support to communities in order for them to develop and deliver services appropriate to their needs.

New Realities - New Directions proposes a number of strategic directions which we believe will achieve our social development goals. These directions set out ways to help make services and resources available and accessible to the people who require them. We recommend ways to bring Metro's services and resources closer to communities.

We believe that our strategic directions will move us towards the ideal vision of Metro Toronto in the future, but will also help to make it a better place to live today.

The Context for Change

The Social Development Strategy has been developed in the context of significant changes in the social and economic environment. Metro's Strategic Plan makes it clear that major challenges can be met only through concerted action and full participation by all interested residents, elected representatives, and public servants.

In this chapter, we identify the key social challenges facing our community. The information we draw upon comes from the two sets of extensive consultations (see Appendix A for a description of the consultation process) we held with Metro residents, from research reports commissioned to provide information on major trends, and from a review of relevant statistics and data sources.

From this information we have identified what we believe are key planning issues facing Metro government. These issues shape our priorities for action and are fundamental to formulating the strategic directions.

Challenges for Social Policy

Much of the impetus for the formation of the Social Development Strategy Task Force came from concerns expressed about social, economic, and environmental trends and their influence on Metro's residents. We realized that changes were occurring that not only were having an impact on people's lives today, but would also have tremendous influence on the kind of place Metro Toronto could become.

To try to shape the future, we must understand the critical issues facing us. Some of these are part of national and international trends; others are characteristic of large urban centres; still others are unique to Metro Toronto. We may not be able to change some of these, but there are steps that we can take to cope with the consequences of change and to address emerging needs.

We will touch briefly in this chapter on five major areas that will challenge Metro Toronto in the near future: population, the economy, the social environment and quality of life, public policy, and planning for community services.

The Demographic Challenge

The population of Metro Toronto has been relatively stable at 2.2 million for the past 20 years. But the composition of this "stable" population has changed dramatically in age structure, racial and ethnic composition, and family structure.

Our population is "greying"; the number of Metro residents over 65 has steadily increased. The fastest-growing group is made up of those aged 75 and over. This growth is already resulting in an expanded need for health and social services for seniors. During our consultations, older people told us they need services that will enable them to participate actively in their communities and remain in their homes for as long as possible.

Over the last 10 to 15 years, Metro Toronto has become increasingly ethno-racially diverse. About 20 per cent of Metro residents are now members of a racial minority. Metro's Strategic Plan calls for a population increase of 300,000 to 600,000 people by 2011. Most of this population growth is expected to come from immigration. As more people from diverse racial and ethnic backgrounds come to live in Metro Toronto, the proportion of racial minorities will grow to about 30 percent by 2001.

During our consultations, Metro residents said they valued Metro Toronto's diversity and the richness it brought to the community. They also recognized that services must be flexible to respond to unique needs. Many people told us that services are not culturally sensitive or even accessible. Members of diverse ethno-racial communities stressed that racial and cultural sensitivities and the language capacities of all social service agencies must change to meet new needs.

The traditional image of the family - with two parents, the father in the workforce and the mother at home taking care of two or more children - no longer reflects the reality of family life. More of us live alone or in smaller family units than in the past; many more families are led by a single parent, usually a mother. The majority of these mother-led families are poor. They face significant obstacles in the labour market, such as inadequate child care, and many of the jobs available to them pay low wages.

The changing family structure has implications for housing needs and for the range of services required to support families. It has created significant new stresses on families. Increasingly, the need for supports outside the family are required. Throughout the consultations we heard that adequate, affordable housing, and services such as accessible child care and family counselling are critical to supporting families.

These factors - an aging population, an increasingly diverse society, and changing family structure - will have a significant impact on what services Metro provides and how it provides them.

The Economic Challenge

Changes in the global economy are directly affecting Metro Toronto. Metro is feeling the effects of economic restructuring caused by globalization of production, the emergence of new technologies, and new trading agreements such as the recent Canada-U.S. Free Trade Agreement. Service sector jobs are replacing manufacturing jobs as the primary area of employment.

With the changing economy, there are increasing numbers of part-time unskilled jobs filled by persons who want full-time work. However, many of the better paying full-time jobs require higher levels of education and skills. Unless people receive the necessary training and education, they will not have the opportunity to compete for these jobs.

Youth are particularly affected by the general trend towards part-time rather than full-time

jobs. Throughout the 1980's, the largest increase in the number of youth employed was in the low paying service sectors. These jobs pay low wages, and offer little opportunity for skills training or advancement.

These changes have been exacerbated by the impact of the 1990-91 recession which has hit Metro Toronto especially hard. The severity of this recession resulted in unprecedented increases in the welfare and unemployment insurance caseloads in the past couple of years. Furthermore, it is not anticipated that the economic recovery will be as strong or rapid as previous recoveries. In the short term, the creation of new jobs will not offset the job loss experienced during this recession.

During our consultations, it was evident that residents of Metro Toronto are concerned. People feel that the gap between the rich and the poor is growing, and there is a feeling that youth will not have the same job opportunities and standard of living as their parents.

We were told that there is a need for economic development that will result in a diverse economy with a broad range of job opportunities. Also, there is a need to ensure that retraining and skills development programs are available to match this diverse economy. These opportunities are especially important to new immigrants and refugees, who face the added problems of language barriers and a lack of information about services. People told us that language training and job training are crucial to integrating new immigrants into the Metro community.

The Social Challenge

In our initial consultations, people expressed concerns about a wide range of issues, particularly related to quality of life in Metro Toronto. They worried that Metro Toronto is not just changing but is in danger of losing something vitally important - the essential qualities that make it a safe and humane place to live.

People talked about the high cost of living, and especially the cost of housing and the taxes they have to pay; they saw traffic congestion getting worse and pollution not getting any better; they were concerned about violence and abuse, both public and domestic; they were worried about drug and alcohol abuse; they could not understand why an affluent society like ours has poor people lined up at food banks and homeless people.

At least one-fifth of Metro's population lives in poverty. Many of these people are working, but not making enough money to keep them above the poverty line. Others receive social assistance, often because they have lost jobs and have been unable to find new ones. And the situation is worsening. In October 1991, Metro's welfare caseload totalled an unprecedented 94,000. This is almost three times the number of cases recorded during the worst part of the major recession in the early 1980s.

Poverty manifests itself in countless ways: children who go to school hungry, homeless people who live on the streets, families crowded into inadequate housing. Increasingly, many people cannot afford the basic necessities. There continues to be a critical shortage of affordable housing. More and more Metro residents, particularly the elderly, people with disabilities, and the working poor, are depending on food banks.

New immigrants and refugees are particularly vulnerable in tough economic times. Many people noted that if sufficient housing, employment opportunities, and community services are not available, rising immigration levels will increase tensions between new immigrants and established communities.

Members of Metro's diverse ethno-racial

communities described the additional barriers they face as a result of racial and cultural discrimination. They were particularly concerned about the difficulty they faced in getting assistance from governments, agencies, and institutions, and about the general absence of accessible services.

The Public Policy Challenge

As a major metropolitan regional centre, Metro Toronto is particularly influenced by federal and provincial policy directions. This is a turbulent time with major policy changes transforming relationships between governments. Metro government must therefore respond to significant economic and social changes within the context of a shifting policy environment.

A number of broad policies at the federal and provincial level will have an impact on the social welfare system. For instance, the Free Trade Agreement with the United States and the possibility of a deal including Mexico could affect both social programs and employment in Metro. An increasingly competitive global economic environment may result in a more market-driven set of public policies as the federal government tries to reduce public-sector and private-sector costs to the level of our competitors.

Continuing high deficits and fiscal constraints will add to the pressures for cuts in existing social programs, including federal-provincial cost-shared programs such as welfare and child care. In the 1991 federal budget, the limit placed on federal cost-sharing of welfare and social services expenditures for Ontario was extended until the mid-1990's. The prospect of losing federal assistance has placed additional fiscal pressures on the provincial and Metro governments at a time when the recession is placing larger demands on the social service system. With very limited resources available for expansion, all governments will have to establish clear priorities to ensure existing resources are used effectively.

Over the next decade it is anticipated that responsibility for social service delivery will shift from the province to the municipalities. This means that Metro will be faced with new and different obligations. Metro government will have to respond to some basic questions, such as who will deliver and fund social services. Ongoing provincial initiatives such as welfare reform and the development of long-term care reform will affect Metro government's role.

Population growth in Metro Toronto will increasingly be influenced by federal immigration policies and by the development of the regional municipalities surrounding Metro. In fact, Metro Toronto's population and housing mix, and the social needs of its population, will be closely linked to planning, housing and social policy decisions made in the Greater Toronto Area (G.T.A.).

Decision-makers within the G.T.A. are committed to a more integrated, regional approach to planning, which will likely result in the development of regional plans that consider land use, the environment, transportation, and social services together. Within Metro, initial efforts to coordinate social, economic and physical planning more effectively are being refined.

The Challenge of Planning for Community Services

Repeatedly during our consultations, people emphasized that they want to have a say in decisions that affect their lives and their communities. We were told that it is imperative to involve communities meaningfully throughout the decision-making process. However, there was also the clear message that government is fundamentally responsible for ensuring that services are available to meet community needs.

People also told us that they want services

to be community-based; they said that these kinds of services are more likely to suit the needs of the local community than services developed by others. They want a more integrated, intimate, holistic approach to meeting needs in their communities.

Metro government has demonstrated its commitment to a flexible community-oriented service system by supporting the development of the community-based service system. As a social developer, Metro has an obligation to plan for a system that is responsive to local needs, with communities involved in decisions that affect them.

Responding to the Challenges: Critical Planning Issues

After reviewing these social development challenges, we have identified what we believe are the most critical planning issues confronting Metro government as a social developer.

Making Resources Accessible

Metro government must ensure that the municipality's resources and services are accessible to all residents. Resources must be equally available across Metro Toronto, existing barriers to services must be reduced and information about them made widely accessible, and services must be provided in ways that meet the unique needs of Metro Toronto's increasingly diverse communities.

Developing Communities

Resources must be provided to communities to foster the development of innovative, locally-based responses to unique social needs. This will mean more effectively involving residents in the decisions that affect their communities, particularly decisions that determine the way community services are planned and delivered.

Enhancing Opportunities for Independence

In this recessionary environment, individuals receiving social assistance must be assisted to develop their potential to take advantage of existing and future employment opportunities. This means exploring innovative ways to improve their prospects in the job market.

Integrating Social, Economic and Physical Planning

Planning effectively in an increasingly complex urban environment means recognizing the interdependence and interrelationship of social, economic and physical factors. This will require better coordination and integration of planning processes within the Metro Corporation, and among municipalities in the Greater Toronto Area.

These planning issues are consistent with those identified in Metro's Strategic Plan. They must be given priority when Metro Council determines how to support social development in the municipality. We believe the directions we propose in this report provide a framework to address these issues, and to focus the way Metro government uses its scarce resources.

Metropolitan Government and Social Development

This report has set out goals that will guide Metro government's response to the significant challenges facing the municipality in the next decade. To develop and implement feasible strategies to realize our goals, and to directly address the priorities identified in Chapter 2, we must clarify an appropriate social development role for Metro government.

Municipal governments and the Provincial government have tried on several occasions to clarify their distinct and shared responsibilities. However, these efforts have not yet resulted in a new definition of roles. In fact, some provincial policies are causing increased confusion about the division of responsibilities for planning and funding services.

Because of its size and diversity, Metro Toronto is unique. Over the last decade, Metro government's role as a social services provider has changed, both in response to external factors and because of its identification of community issues and needs.

Building upon the traditional and emerging responsibilities for social development that Metro government has undertaken, and upon our view of social development, we propose that Metro must become a leader in creating the conditions under which positive social change can occur. At the same time, we recognize that achieving our goals demands working cooperatively and in partnership with Metro's social development partners. Our task here is to clarify Metro government's roles and responsibilities in relation to other levels of government, funders, service providers and the community.

Metro's Current Role

In the Canadian federal system, responsibility for health, social services, and education lies with the provincial governments. In most provinces, municipalities have limited responsibilities in these areas. In Ontario, however, the municipal government role in social services extends from the delivery of some provincially controlled programs to the devel-

opment and implementation of programs that may be unique to each municipality.

The role of governments in the municipal sector in Ontario has evolved over time. When Metro government was created in 1953, responsibility for municipal social services was shared by the region (Metro) and the area municipalities within its borders. Responsibility for a number of major "people" services has gradually been transferred from the area municipalities to Metro government. This has been done to provide more equitable access to services across the region and to allow the pooling of tax resources to accomplish this.

By the early 1970's, the basic components of the current Metro service delivery system were in place. They include General Welfare Assistance, child care, homes for the aged, housing, hostels and emergency shelters, homemakers and nurses services, child welfare services, and grants to community groups. Metro is also responsible for cost-sharing of Children's Aid Society budgets. Unlike other regional governments, Metro is not responsible for public health. (Appendix B describes Metro's current social services roles.)

Municipal governments operate within three distinct legislative environments; that is, their role and authority are quite different depending on the type of social service and the involvement of the senior levels of government.

In the first instance, the provincial government establishes a program through legislation and regulations, then assigns the responsibility for delivering the program to the municipality. In most cases, this arrangement involves some form of provincial-municipal cost-sharing. Municipal government is required by law to provide these programs, such as homes for the aged and General Welfare Assistance, but there is some discretionary authority in administering the programs.

In the second instance, the province cost-shares a program with municipal government, but it is up to each municipality to decide whether it will participate by contributing its share of funding. If it does participate, the municipality has the authority to decide the scope of the program in its jurisdiction. Municipally subsidized child care programs are an example. These programs are subject to provincial funding controls (that is, the province establishes the cost-sharing formula and sets a limit on its contribution).

Finally, the province gives general power to the municipality to develop and implement social programs, funded entirely by the municipality, that are deemed to be in the interest of its community. An example is the municipal grants program which provides funding for a variety of community initiatives.

Within this system, Metro government has been able to:

- ensure geographical equity and consistent standards of services across Metro;
- respond flexibly to the unique and changing needs of a diverse metropolitan area through experimentation and innovation; and
- support and encourage the community-based delivery of programs.

When the province has required the municipality to provide certain services, Metro government has been able to put its stamp on the way the service is delivered to suit the communities served. Metro's Homes for the Aged, with their advisory committees involving the community and their outreach services for the elderly, are examples.

Metro Toronto has pioneered the delivery of services without provincial financial support when the need has been identified. It has demonstrated a willingness to take risks and support community initiatives through the developmental grants program.

Overall, Metro government's stake in the social services system is enormous. It is by far the largest municipal provider of social services in Ontario. In 1991, the estimated cost of providing General Welfare Assistance, child care, child welfare (including cost-sharing Children's Aid Society budgets), community grants, homemakers and counselling services, and homes for the aged is approximately $1.3 billion, or 45 per cent of Metro's total gross (without cost-sharing) operating budget.

Of that total expenditure for social services, of government. Cost-sharing and intergovern pressure points in the system. These are discussed in the next sections.

Cost-Sharing: The Crumbling Partnership

The social services system has been based on a of government. This partnership has operated on the understanding that in this country the provision of social welfare can be supported effectively only through federal-provincial cooperation.

In the 1960's, a buoyant economic climate was coupled with a shared political consensus about social welfare in Canada. It was at this time that our public, universal health care system was created. It was also at this time that the Canada Assistance Plan (C.A.P.) was signed.

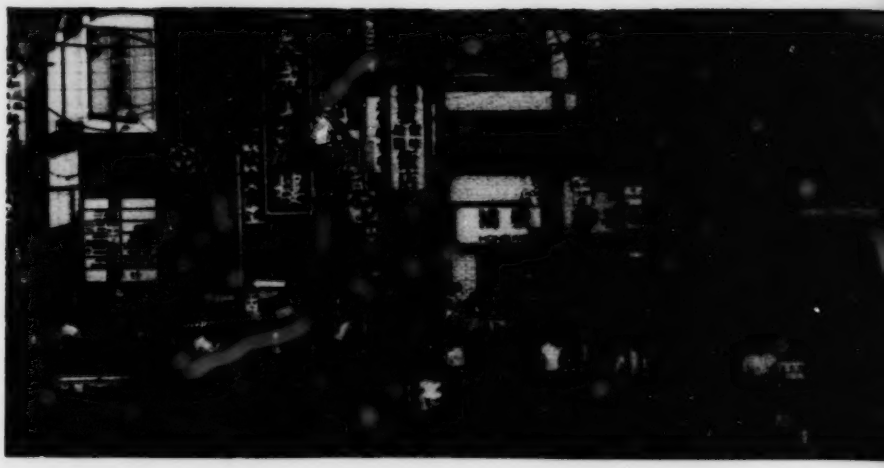
C.A.P. is an agreement under which the federal government shares the costs of social programs for the needy with the provinces on a 50-50 basis. It is an open-ended program. Provinces have the discretion to offer C.A.P. funded programs and the authority to set criteria for eligibility for these services. This agreement made possible the development of a comprehensive social welfare system across the nation.

By the 1980's, however, both the economic and political climates were such that the system came under growing financial pressure. In an effort to reduce its deficit, the federal government began a series of reductions in its commitments under various cost-sharing agreements with the provinces.

In 1990, Ottawa announced a cap or limit on its funding of the Canada Assistance Plan for Ontario, British Columbia, and Alberta as part of its fiscal restraint program. What is known as "the cap on C.A.P." was to last for two years. However, in its 1991 budget, the federal government extended the cap to five years. The Ontario government has estimated that the cap on C.A.P. will cost the province more than $1 billion in lost federal revenue in the 1991-92 fiscal year alone.

Meanwhile, the provincial government has fiscal problems of its own. With the federal government limiting its financial share, the province has looked for ways over the last few years to limit or offload some of its costs in social services and other areas. The province has added to municipal responsibilities in such areas as environmental controls, and it has limited its cost-sharing under other program areas. Child care is an area where Metro government has continued to support the maintenance of the existing child care system with its own dollars, because the provincial funding has not kept pace with need.

Increasing demands for social assistance have placed further stress on Metro because the municipality pays a significant share of welfare costs. In addition to two major recessions in the last decade, the Ontario economy is currently coping with a major restructuring which has resulted in increased unemployment. The combination of recession and restructuring in 1990-91 has resulted in an unprecedented number of people receiving welfare. Moreover, the federal government has tightened restrictions for unemployment insurance benefits, passing more people more quickly over to the welfare system. Federal



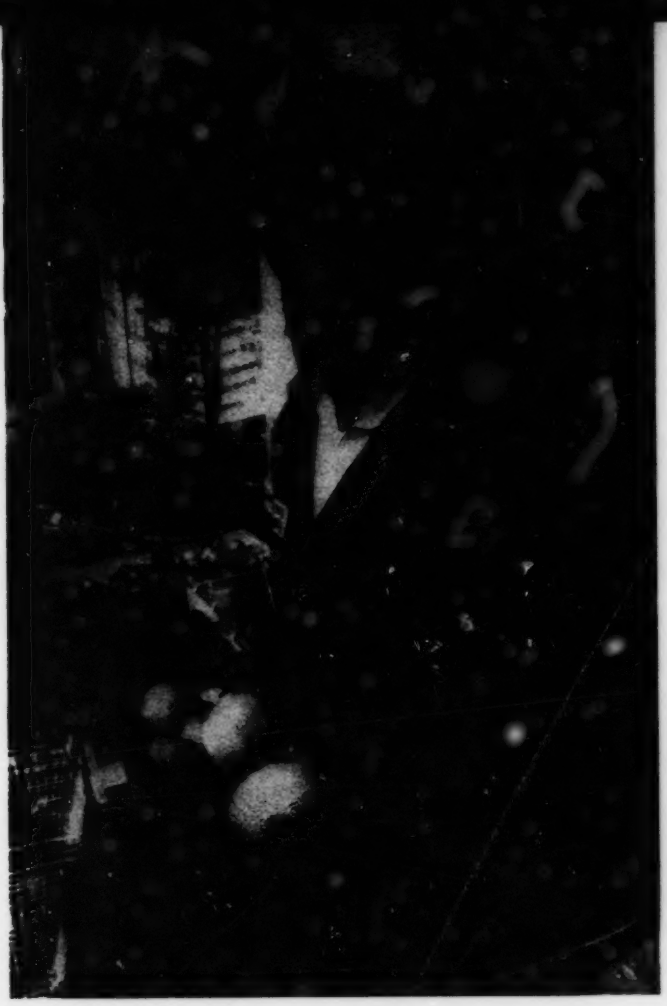
rules prohibiting refugee applicants from working add even more people to the welfare system.

In addition, some provincially initiated reforms intended to update and improve the social assistance system, recommended in the 1988 *Transitions* report, have also resulted in greater costs for Metro and other municipal governments in Ontario. But the province has not acted on a central recommendation of *Transitions*: that senior governments should take over full funding of social assistance allowances and benefits and relieve municipalities of their share of those costs.

The cumulative impact of measures taken by senior levels of government has put more pressure on Metro by increasingly shifting responsibilities for programs to the municipal level, by limiting cost-shared funding for the growth of existing programs, and by restricting funding for expansion into new program areas. As a result, Metro government has had to absorb added financial responsibilities to maintain existing service levels. Metro's ability to develop new services has also been sharply limited.

These added financial responsibilities must currently be supported by revenues generated mainly through the property tax. Unfortunately, revenues from the property tax base are growing slowly in comparison with the demand for resources to meet Metro's financial responsibilities.

The result of these pressures is that Metro government has found itself caught in a squeeze. On the one hand, there are funding



cutbacks by senior levels of government which have made it more difficult to meet people's needs. And on the other, economic and social conditions are increasing those needs.

THE NEED FOR COORDINATION AND LINKAGES

Funding pressures are not the only challenge facing the social service system, however. We have already noted that this is a diverse and fragmented system. The nature of the system actually lends itself to fragmentation and overlap.

Links to Communities

Unlike many other government services, social services have historically been provided by institutions that exist outside of government: religious institutions, charitable organizations, and voluntary agencies of all kinds. Even after government started playing a major role in the field, many agencies and organizations continued to participate in the system as service providers, often receiving grants from the municipality and other levels of the government.

Unlike educational and health services, social services are not usually identified with physical structures in the community in the way that education is associated with schools, colleges, and universities or health with hospitals.

Social services are inherently more diverse and unstructured. One can visualize a health or education system, even though that system has many component parts, because it is cen-

tred in institutions in the community. Social services are more a collection of separate and distinct entities that, taken together, form a comprehensive whole. They reflect the diversity of their base: the community itself.

Given the current organization and structure of the system, there is a constant tension at the municipal level between efforts to provide flexible, community-based services to diverse communities and to achieve equitable access to services and common standards across the system. The fragmented nature of this system often makes it difficult to coordinate roles and responsibilities. This further complicates efforts to link social services to other service systems such as health and education, which also have an important impact on people's social well-being.

These tensions are increased by the unprecedented levels of demand for existing services, such as General Welfare Assistance. In addition, communities faced with emerging needs have exerted pressure on Metro to provide or fund new and more responsive services, such as services tailored to the needs of specific ethno-racial communities.

Increasingly, critical social issues have emerged outside the traditionally defined areas of responsibility: issues such as illiteracy, AIDS, and domestic violence. Metro has attempted to respond within the current legislative and funding framework. However, this has resulted in ad hoc responses because the framework is confusing and often unresponsive.

The Provincial-Municipal Partnership

Metro government's role in social services is affected not only by federal-provincial funding, but by the roles and responsibilities assumed by other levels of government, notably the province.

Metro has re-examined its roles and responsibilities for the provision of services in relation to the province. Two major reviews have called for fundamental restructuring of the provincial-municipal relationship.

Throughout these discussions, Metro maintained that the definition of roles and responsibilities must reflect its long-standing and significant commitment to community-based services and its increasing role as a planner and funder.

The province has not acted on these reviews. In the absence of an overall restructuring, Metro has endeavoured to make its positions clear on key program responsibilities.

Metro government has urged that the province assume sole responsibility for income maintenance; municipal delivery should continue on a contractual basis with the province. In child care, Metro sees itself as the planner and funder for child care on the basis of history, leadership, existing structure and capacity, and the need for this service to be community-based.

In services for the elderly, Metro is anticipating that the provincial government will proceed with plans to change the long-term care system for elderly people and persons with physical disabilities. Metro has expressed concern over the apparently limited municipal role in provincial statements about the new system of long-term care services, despite the longstanding involvement of municipalities in services to seniors.

Most importantly, Metro has recently assumed a larger planning role in social and community services. Significantly, it has moved over the last few years to become more a planner and funder of services than a direct service provider. Metro has argued that it is the most appropriate level of government to carry out this planning function because of its links to communities and to other levels of government, its long experience in social services, and its uniqueness as the largest and most diverse urban region in Ontario.

Metro has also stated that, in the interests

of clarity and accountability, it is imperative that this planning function be clearly linked with funding responsibilities. All too often in the current system, Metro is helping to pay for services over which it has only limited decision-making authority.

The social development role for Metro government must build on its demonstrated and ongoing commitment to, and support for, community-based programs that are responsive to the unique and diverse needs of Metro's communities.

Partnerships with Local Governments

Although the major focus of intergovernmental debate is with the provincial government, relations between municipalities must also be examined. There is a need for linkages between area municipalities and the regional level of government because they have different but interdependent responsibilities. In Metro Toronto, area municipalities have responsibility for public health, recreation, land use planning, and infrastructure such as roads and sewers.

Decisions by area municipalities on new commercial or housing developments or the location or expansion of roads, for example, can have a significant impact on the social well-being of residents. Decisions made in one area can affect what happens in a neighbouring area municipality.

Appreciation of these links is growing. Clearly, there will have to be more cooperation between land use planners and social planners, and between regional planning and area municipal planning.

Metro is also part of the Greater Toronto Area (G.T.A.). There is growing recognition that the municipalities within the G.T.A. must deal with some major challenges together, rather than each region trying to manage on its own and coping with the impact of what its neighbours are doing.

The advantages of cooperative planning include lessening the likelihood of conflicting strategies in different regions of the G.T.A., increasing the opportunity to link services in a cost-effective manner, and reducing the danger of damage to or loss of environmental resources through ad hoc development decisions.

Defining a Social Development Role for Metro Government

The challenges being faced in the social services area are similar to challenges that are being faced throughout Metro government. Economic restraints, intergovernmental pressures, and changing social trends are affecting all aspects of what Metro does.

At the corporate level, Metro has responded by engaging in strategic planning exercises to review its roles and responsibilities as a municipal government. The Strategic Plan recognizes that social equity is a primary goal for Metro government.

Ensuring equitable access to community resources across Metro Toronto's large geographic area is an important goal of Metropolitan government. This goal was affirmed in our consultations. In fact, a number of people expressed concern about any variation in services from one area of Metro Toronto to another, regardless of which level of government provides the service. People expect a certain level of accessibility to basic public services across Metro Toronto.

The goal of supporting and strengthening communities reflects the desire expressed by many people to have services that are on a human scale, that are accessible and responsive, and that are uniquely suited to the needs of their communities.

The Task Force is committed to pursuing both these goals: ensuring equitable access to

community resources, and strengthening communities. But we recognize there is an underlying tension between them. The Task Force believes this tension is a healthy one. It helps us define the role of Metro government. It means that Metro must be careful to ensure that there are certain basic standards across Metro Toronto in terms of what services and resources are available, and the quality and accessibility of those services. At the same time, however, we must acknowledge that different communities have different needs and that our objective is effectiveness, not uniformity.

Metro government must assume the roles of guarantor and enabler. As guarantor, Metro must continue its historical role of setting basic standards and guidelines for the delivery of human services across the municipality. It also must facilitate the development of community-based services. As an enabler, Metro must share responsibility for meeting community needs by supporting communities to respond to their own unique needs. Metro will not necessarily provide these community-based services, particularly given the scarcity of financial resources, but it will act as a planner and a catalyst for their development.

We believe Metro is well positioned to be a social developer. Metro government has experience in working successfully with communities, area municipalities, and senior levels of government, and it has a history of developing and implementing effective social policy.

We see Metro as the level of government that can effectively:

- coordinate and integrate social planning within Metro;
- represent community interests at the senior government level;
- act as a catalyst, leader and initiator in responding to emerging and changing social needs;
- support community development; and
- coordinate the management and allocation of resources.

Within the context of these responsibilities, we are proposing a set of strategic directions for Metro government. These strategic directions will dictate the way we allocate our resources and carry out these responsibilities to achieve our social development goals.

These responsibilities demand that Metro government assume a leadership role in social planning and development to:

- create the conditions under which positive social change can occur; and
- enable communities to find and implement their own solutions.

Introduction

The strategic directions for social development that we propose respond to the social development issues identified by the Task Force. They provide direction to Metro government in two key areas by outlining:

- strategies for supporting social development in communities
- strategies for supporting Metro as a regional social planner

We believe that these strategic directions are interdependent and mutually supportive. They reflect the Task Force's belief that realizing our social development goals demands an overall strategy that is integrated, coherent and proactive. They serve as the foundation for Metro's social development planning efforts.

The development of our strategic directions has been influenced by several critical factors. Most notably, we recognize that Metro government faces certain realities – there are limitations on what Metro government can do on its own. First, there are limited resources available to Metro at a time when demands for existing and new services are unparalleled. And second, as a regional government, Metro can only play a very limited role in addressing some issues.

We acknowledge that an initial commitment of some new financial resources will be required to begin the process of implementing our Social Development Strategy. However, we have been judicious in our approach to change; we recommend that pilot projects be used to test the viability of our major directions. Over the longer term, we anticipate that this Strategy will result in a more efficient and effective system of services and use of resources. A disentanglement of provincial and municipal roles and responsibilities is required to free Metro from some of its current funding obligations, such as sharing the costs of social assistance.

We also acknowledge that there are issues, particularly those under the jurisdiction of other levels of government, which Metro cannot tackle directly or alone. Perhaps the most obvious example is poverty; municipal government cannot end poverty by redistributing incomes. Metro must, however, provide support to individuals and families through the programs it provides and funds, and work to prevent poverty through community development. Metro is also capable of acting as an advocate, for example, to press for certain changes as part of its role as a social developer.

The following two chapters describe the primary components of our social development strategy.

Social Development in Communities

We propose three strategic directions that reflect our firm belief that the government of Metropolitan Toronto can and must work with and within communities to encourage social development:

- developing access centres;
- strengthening communities through community development; and
- supporting innovation in communities and in service delivery

We believe that these directions should guide Metro in its efforts to increase access to our services and build stronger communities. They recommend ways of creatively combining and redeploying existing resources and effectively targeting new resources.

These strategic directions, taken together, provide a foundation for social development in Metro Toronto's communities. Just as roads and sewers provide a physical foundation for urban life, we see these strategic directions as laying the groundwork for social development. They should be viewed as a whole, rather than in isolation, because they are interdependent. They support one another to make a community-centred approach to social development a reality in Metro Toronto.

Developing Access Centres

During our consultations, many people expressed the concern that community services and resources are not accessible enough, for a variety of reasons. One reason is that a lot of people do not know what services exist or where to go to get them.

We propose developing access centres in communities to provide a focal point for information and community resources. These centres would be developed with the participation of the communities involved.

Access centres would be located across Metro. By serving as entry points to the entire Metro community services system, these would be places where people would get the assistance they need. They could incorporate other services provided by Metro that would be most appropriate to the local area, in response to needs of the community.

We expect that certain functions – such as

providing information on Metro services and facilitating access to Metro community services – would be carried out by all access centres. For example, people might be able to have their eligibility for a Metro program determined or their application for service processed at the centre. Some divisions of the Community Services Department are decentralizing the process of taking applications.

To make sure the access centre is a place where people can get answers no matter what agency or government delivers the service, it must also have information about other local and community-based services. This could be provided through cooperation with local planning organizations or community information centres. The access centres could also serve as sites where a broad range of services, such as community health and employment services and services for families, could be obtained.

We see access centres offering space and basic office supports, such as copying or faxing services or meeting facilities, to local community-based groups and agencies that do not have an office in the area. The centre could be an incubator for new groups or services. This would help to make the centre a visible and useful community resource.

Lastly, an access centre would serve as a focal point or community base for Metro's community development activities and for social development projects – the other strategic directions in this chapter. The result would be a responsive, adaptive, accessible centre for community development and resources.

Because different communities have different requirements for information, services and resources, these needs should dictate the components that make up each particular centre. The best way to ensure that access centres respond to their communities is to involve communities in their development.

The actual operation of each centre will be unique, reflecting the needs of the community. In particular, the centres should build on the services that already exist within that community. Collaboration with existing agencies that plan, coordinate, or provide services is essential. We do not wish to duplicate any existing services.

Determining how the access centre model can best meet the needs of diverse communities calls for the development of several demonstration projects.

We propose to test and refine the access centre model by implementing four pilot projects, each of which will initially run for a two-year period.

The centres should be located in communities with a different mix of services; for example, at least one centre should be in a community that has a well-developed service/information network and another should be located in a community which does not. A set of more specific criteria for locating the centres should be developed, in conjunction with key service providers and planners and the community.

As we have already noted, community participation is essential to the development of access centres. Residents must have a say in shaping the form of their centre from the beginning. This will require the creation of a process which ensures opportunities for involvement in decisions about the way the centre is planned, designed and operated. It is critical that local planning agencies and service providers participate in the development of centres, and that their considerable expertise and knowledge of community needs and resources be sought and used.

Wherever possible, the proposed centres should make use of existing resources. This may mean using some space that Metro already owns, or more effectively using existing space in the community.

Finally, we propose that the Community Services Department begin to develop a community participation plan, and develop criteria for locating the four centres. In addition, the Department must identify resource requirements.

Strengthening Communities through Community Development

Support for community development is critical to achieving the Task Force's goals. We believe that as a social developer, Metro must help to strengthen communities and get them involved in creating their own solutions. Ultimately, this means assisting communities to sustain a meaningful role as a partner in meeting local community needs.

For the past decade, Metro's community development program, operating out of the Community Services Department, has assumed this role, serving as an essential link with communities. Community development staff have formed unique relationships with communities, working cooperatively to identify their social and health service needs and develop appropriate community-based responses. Community development staff also serve as a vital link between the community and the Department.

Metro's experience has clearly demonstrated that community development involves mutual learning. While supporting communities, the program has also provided Metro community service planners and decision-makers with valuable information about community needs, and about how to respond to these needs.

The existing community development program, and other initiatives emerging from many areas within the Community Services Department, demonstrate Metro's commitment to working with the community. However, these efforts are currently limited by the resources available and the specific kinds of help provided to the community.

At the same time, communities increasingly require assistance to meet new challenges. This means community development activities must support and nourish the wide range of projects that improve the quality of life in local communities. Community development efforts must also be sufficiently flexible to respond to often unique community requirements.

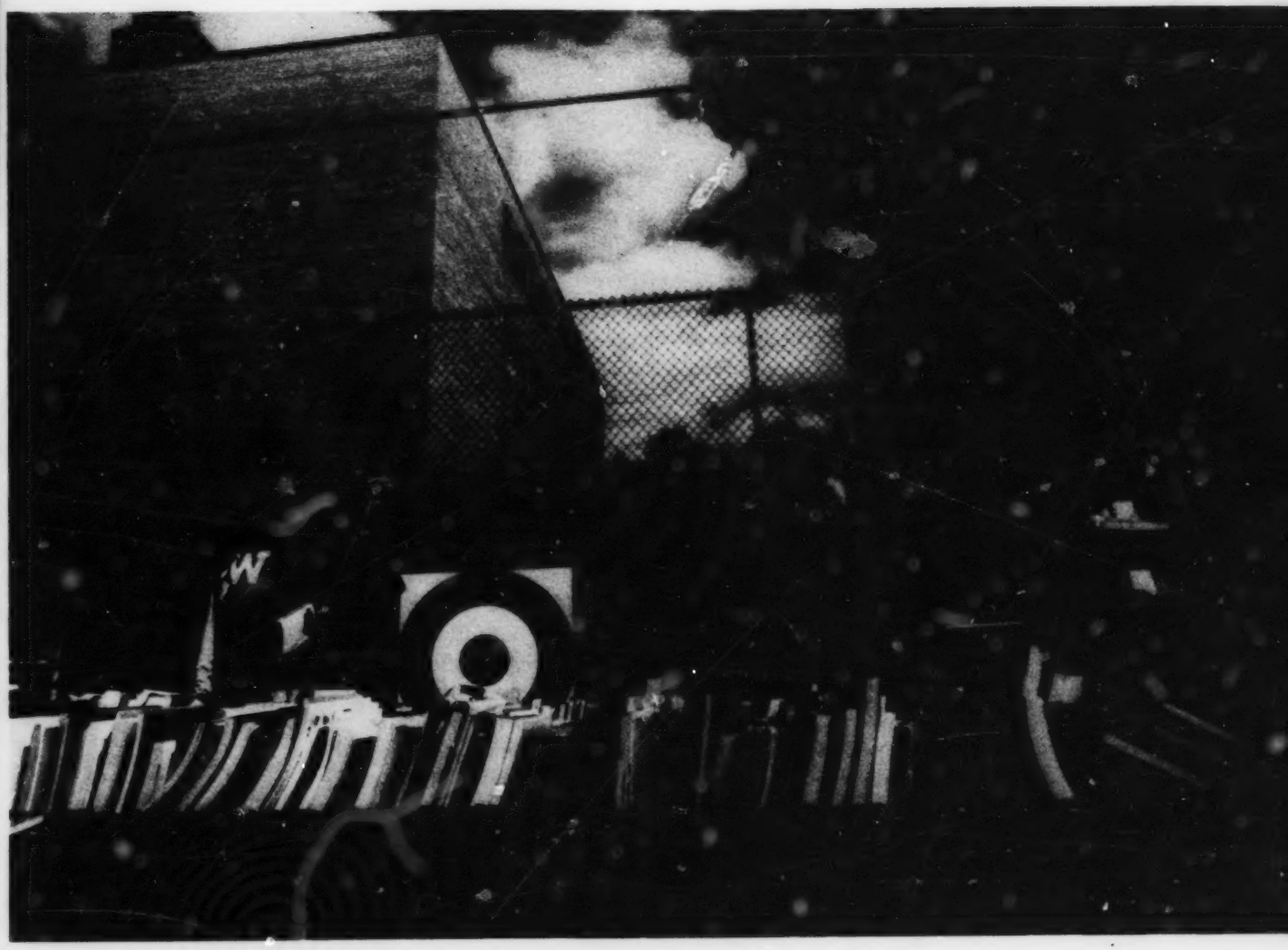
We believe that Metro government, as a key provider of "people services", is the appropriate level of government to be a community developer. This means that Metro must renew its commitment to community development by expanding the scope of its current efforts. It also means that Metro must embrace a broader and more comprehensive approach to community development.

We propose that the Community Services Department develop an overall community development strategy that will define a broad and consistent Metro approach to community development.

This will involve re-examining the scope of the Department's community development efforts, setting out priorities for community development activities by the Department, and committing the resources required to respond to these priorities.

We believe that Metro's approach to community development must respect communities' perceptions of local needs and support community-based responses to these needs. In addition, Metro's community development resources must also support our social development goals and the Department's program priorities.

The Community Service Department's community development strategy must balance these objectives. Ideally, the community



development activities undertaken by the Department will assist communities to respond to their needs within the framework of the Department's overall directions. This means that current and future community development resources must be more clearly focused by developing a clear set of priorities.

At the same time, the scope of the Department's current community development efforts must be expanded. In addition to supporting community initiatives aimed primarily at human service development, Metro must provide accessible services to an increasingly diverse population, develop safer neighbourhoods and increasingly assist communities to create economic opportunities locally.

More important, the many resources and strengths that the Community Services Department and the Metro Corporation possess must be used to assist communities more effectively. This will require a new attitude towards community development - an attitude that prepares Metro government to reach out to and support communities by sharing its research and planning expertise, by providing useful and accessible forms of training and skills development, and by developing, in cooperation with agencies, funders and other levels of government, new ways to assist communities by using the resources available to large institutions and governments.

We believe that the Community Services Department must increasingly emphasize the community development component of the services it directly provides. Whether it is in

seniors, the Department must develop systems of service delivery which strengthen and support related community-based services.

While it is critical that a community development strategy be formally developed, the existing community development program within the Community Services Department continues to be an effective model for working with the community to provide effective and accessible services and resources. This program is currently modestly resourced, with five staff serving Metro Toronto's communities. Program growth has been limited in the past several years, although staff are increasingly requested to become involved in more projects of a more diverse nature.

We propose that the existing community development program within the Community Services Department be strengthened.

Since the early 1980's there have been ongoing efforts to provide a more adequate variety of services to underserved areas in Metro. Several notable studies have demonstrated that service needs have grown significantly in many suburban communities. As a result, there are gaps in service and unmet needs. The geographical size and increasing diversity of the suburban municipalities have made it more difficult to provide an adequate level of community services.

We believe that the current community development program should be expanded to address the growing need for more adequate and effective service provision in these under-

served areas. This can be achieved by increasing the community development resources directed to suburban communities. This would include increasing the number of staff allocated to these areas, as well as providing more in-kind support through access centres or existing Metro community offices.

Supporting Innovation

We believe that Metro government, in its role as regional planner, must effectively direct its resources to achieving its social development goals. In a period of scarce resources, innovation is critical to ensuring that services are responsive to, and effective in meeting, the diverse needs of Metro Toronto's communities. Supporting innovation is especially necessary because communities are evolving and needs are changing.

We believe there are two broad ways that Metro government can support innovation in communities: supporting the development of innovative and effective service delivery models for community-based services, and supporting the development of new and innovative community responses to unique local needs.

We propose that Metro support innovation in communities by:

- **establishing funding criteria that are sufficiently flexible to encourage innovative service delivery approaches;**
- **assisting communities to develop innovative responses to emerging local needs; and**
- **funding innovative projects and programs.**

We believe that focusing on innovation means that Metro must direct its resources to support the community in developing service delivery models to meet community needs more effectively. It also requires collaboration and partnership among service providers and funders.

There are a variety of resources that exist within Metro to assist communities to develop innovative programs: community development, research capacity and experience in service delivery, and funding through the grants and purchase-of-service programs.

Traditionally, Metro's community development resources have focused on the development of new services. We believe that another fundamental priority for community development must be to assist Metro in determining how its community resources can be used most effectively, and to support Metro-funded agencies in developing innovative service delivery models to meet existing needs.

Metro also has research expertise. We believe that a critical support to innovation is availability of data and information to assist in the identification of community needs, and the evaluation of effective models to meet those needs. As a regional planner, Metro has an obligation to ensure that its research resources and information are accessible to communities.

From the consultations, we learned that there is a need for more flexible funding to allow some community-based projects to get their start. Often, the most innovative projects do not fit into existing funding criteria just because they are breaking new ground.

It has been through Community Services Department grants programs that Metro has traditionally provided funds for community-based agencies to meet local needs. While the primary objective of the grants program is to support a basic level of service provision in communities, more recently small grants have also been made available to support the development of new agencies that respond to emerging community needs.

We propose that Metro government expand the scope of the existing developmental

expand the scope of the existing developmental grants program to create an innovation fund. The new focus for the innovation fund is to provide seed money to support the development of new approaches to meet emerging community needs. This would require a shift from the development of new service agencies to the development and adaptation of existing services or programs to meet changing and emerging needs.

To this point we have focused on supporting innovation in communities. However, as a service provider, we believe that Metro also has a responsibility to ensure that the programs it directly provides are responsive to community needs. We believe that the focus for Metro services must also be to develop more effective programs with existing resources.

We propose that the Metropolitan Community Services Department support innovation in service delivery by:

- **expanding community and consumer participation in decision-making; and**
- **encouraging collaboration and partnership with other service providers and professionals in service areas.**

There are many different services delivered in different settings by different divisions of the Community Services Department. In spite of diversity and complexity, recent efforts to create a more open delivery system have been quite consistent, even without clear department-wide objectives or policies directing those efforts.

Emerging initiatives have focused on making delivery systems more responsive to the needs of consumers, and refining mechanisms, such as advisory boards, to more actively involve consumer and community representatives in the service planning process. In addition, there have been efforts to conduct evaluations of existing service delivery models in partnership with other community providers, and colleges and universities.

These efforts must continue within the context of a Departmental direction that gives high priority to innovation in service delivery through community and consumer involvement and expanded professional partnerships.

Planning for Social Development: New Directions for Metro

We have identified four strategic directions that support Metro's efforts to play a major role in regional planning, management, and coordination of community service. • It is also important to note that these directions build on existing strengths within the Metro government. Metro has the capacity to conduct research and planning and to act as an effective advocate. Efforts to improve links and communications have already begun. Our proposals are intended to take what Metro has begun a few steps further.

Research

We believe that the research function must be an integral component of our social development strategy. As communities change and new social concerns are identified, Metro must be able to determine the magnitude and implications of such changes. The analysis of social and economic trends, the identification of new or evolving social needs, and the investigation and evaluation of innovative ways of supporting and serving communities all contribute to Metro's ability to provide a wide range of information in support of social planning. It is also important to identify existing and emerging service needs in communities so that Metro can direct resources where it can most appropriately respond.

The ability to identify, analyze and interpret changes in Metro Toronto will allow Metro government to anticipate and prepare for these changes rather than react to them.

We propose that Metro's research capacity be enhanced and that it develop a comprehensive research agenda.

This enhanced research program must be a collaborative effort of various Metro departments. However, as a primary provider of social services, and as the department most involved in social planning, we feel it is important that the Community Services

Department play a critical role in the development and implementation of the strategies proposed below.

Specific strategies should include:

- monitoring social trends: monitor and analyze significant social trends by acquiring and analyzing relevant data, evaluating trends, and providing periodic social development reports;

- facilitating service planning: provide decision-makers with the data and information they need to set priorities for services and for delivery options (for example, needs assessments and demographic profiles and development, implementation and evaluation of appropriate service delivery options or models);

- developing research partnerships: collaboration and cooperation with other governments, universities, and other institutions and agencies on specific research projects to increase awareness, incorporate and benefit from diverse perspectives, and use resources and research expertise most effectively; and

- improving community access: assist communities to research and provide for local needs more effectively by providing them with information and access to appropriate Metro staff expertise.

Social Policy Advocacy

We believe that Metro must take clear, consistent positions on social development issues and argue these positions with those most able to make change happen. Often advocacy will involve lobbying other levels of government. It will also involve partnerships with communities to pursue social development issues. We feel Metro should build on the existing partnership with the community to work together towards common social development goals through advocacy. This will require expanding and better coordinating Metro's advocacy efforts.

We propose that Metro develop a systematic and broad advocacy strategy.

Working in partnership with the community, this advocacy role would put Metro government in a proactive position on major social issues. Examples of important issues in which Metro has already played an advocacy role are its support for welfare reform, its ongoing efforts to strengthen the child care system, and more generally, its support for disentanglement of provincial-municipal roles and new revenue sources for municipal government. However, other broader social development issues, such as addressing and preventing poverty and maintenance of the social services safety net are critical areas in which Metro can also play a strong advocacy role.

Advocacy strategies should serve to increase awareness, to inform and educate, and to promote positive social change. They should involve collaboration with other stakeholders. Metro's new advocacy strategy should include:

- strengthening Metro's role as a lobbyist on social development issues, by developing a more coordinated approach toward advocacy, including clarifying responsibilities within the Metro Corporation and developing an appropriate media strategy to support that lobbying role;

- developing innovative advocacy vehicles, such as hosting conferences, symposiums, and forums, and promoting public awareness of Metro research and information through publications and other media; and

- developing public education and prevention outreach strategies related to critical social

issues through campaigns focusing on public safety, violence against women, race relations, and other critical community concerns.

Linking Planning Processes

Social development involves more than traditional social issues or social services. A social development strategy that aims ultimately to improve people's quality of life must recognize that people's lives are not separated into issues that fit neatly into bureaucratic compartments.

Both the Strategic Plan and the Official Plan of Metropolitan Toronto recognize that social, economic and environmental matters are interconnected and must be dealt with in an integrated way. Correspondingly, the Task Force is proposing a number of ways to better link Metro's planning processes.

Traditionally, social, economic, environmental, and physical planning have been carried out separately. Increasingly, however, barriers to collaboration are being removed. Voluntary collaboration between planners and departments in Metro has influenced the development of the Strategic Plan, the Official Plan, and this Social Development Strategy. Such collaboration represents a solid basis for investigating ways of ensuring that key planning processes look beyond traditional concerns to assess the range of impacts that may result from recommended actions.

We propose three primary ways to improve the ability of Metro, and specifically the Community Services Department, to address social development issues fully and to recognize and act on the need to integrate planning processes better:

- social impact assessment;
- innovative multidisciplinary planning structures; and
- a social development round table.

The Strategic Plan promises a process of meaningful public participation in decision-making. The Task Force recognizes that people must be able to influence the decisions that shape their communities. Central to all planning processes is the necessity of involving community residents in all stages of decision-making.

Social Impact Assessment

Almost every decision we make involving development, whether it has to do with the economy, land use, the environment, or other concerns, affects communities and social well-being in some way. Social impact assessment techniques anticipate the effects and outcomes of economic, political, cultural, and environmental change on the human environment. It is a way of accounting for how the human costs and benefits of planned changes will be distributed and identifying how we can make the distribution equitable.

A social impact assessment process must establish the right of people who will be most directly affected by an activity to participate in deciding whether it should happen and, if so, how. The use of these techniques supports the principle that individuals in the community should be involved in decision-making. This strategy is an important step towards greater integration of the various aspects of planning in Metro.

We propose that relevant Metro Toronto departments develop a process for assessing social impacts of designated Metro initiatives. This will initially require the development of a social impact assessment protocol.

We believe the Community Services Department should take the lead role in developing this protocol. The protocol will establish a framework for conducting social impact assessments within the Corporation.

Some criteria to be considered include:

- ensuring that public participation is central to the development of the protocol;
- deciding who should be involved (for example, community groups, developers, individuals) and their respective roles in the process;
- determining the kinds of initiatives that must undergo social impact assessment; and
- ensuring that the protocol is simple, flexible, and streamlined.

Ultimately, social impact assessment must be an integral part of the planning and budgeting process.

Innovative Multi-Disciplinary Planning Structures

Given the general consensus, as seen in the Strategic Plan and other key documents, that planning processes should be more closely integrated, we believe that Metro must go beyond social impact assessment of planned changes to develop a holistic approach to all planning in Metro. More effective ways of creating formal links among Metro planning bodies must be developed.

We propose that the Community Services Department initiate an interdepartmental process to investigate options for developing effective planning linkages among Corporate Planning bodies.

Social Development Round Table

As part of the process of developing this Social Development Strategy, a reference group was established to provide ideas and perspectives on social development from a number of vantage points in Metro Toronto. Among the members were individuals from the academic community, the provincial gov-

ernment, and other Metro departments. This reference group provides a useful model for the creation of a Social Development Round Table.

We propose that Metro establish a Social Development Round Table with membership from a range of different sectors to provide ongoing advice to Metro Council on social development issues and processes.

The Round Table will bring together government, community, voluntary, business, religious, labour, and other sectors to provide constructive input as part of the ongoing social development process. The diverse points-of-view and interests represented in this forum will contribute to the evolution of a more holistic understanding of social development issues. Most importantly, such a forum has the potential to be a catalyst in developing new perspectives and new approaches to social development.

Communication

An effective communication strategy is necessary to complement Metro's research and advocacy efforts. This communication strategy will enable Metro to provide accessible, useful information about social trends and issues, Metro's roles and responsibilities and services that Metro delivers or supports.

Information must be conveyed simply and clearly, using a diverse range of media and methods and appropriate languages. During our consultations, people suggested many ways that the Corporation and the Community Services Department could communicate information better. These suggestions have helped us develop our strategies.

Social Development Monitoring and Reporting

Social development monitoring is a way of consistently tracking, describing, and analyzing key components of social development. Information on social development and human services issues is rarely available in a consistent and accessible format. Metro will develop not only a process for gathering information, but communicating it effectively. This will create a valuable resource for service planning and priorities, identifying emerging needs and trends, and for establishing a historical record of important changes in Metro.

We propose that Metro develop a social development monitoring and reporting process.

Promoting Clear and Effective Written Communication

The way Metro communicates with the public is often too complex, confusing, and bureaucratic. In the consultations, people told us that documents are often hard to read and understand because of the words, design, and tone. Metro must develop a more "user-friendly" approach to its public communications. Language should be plain and easy to understand; the format should also promote clarity.

We propose that Metro government develop strategies to promote clear, effective written communication.

Languages Other than English

There are many people in Metro who do not understand English. For these people, finding out about and accessing services can be a difficult experience. Through the office of Metro's Chief Administrative Officer, Metro has piloted a Translation and Interpreter Bureau as a beginning step to addressing translation needs within Metro.

We feel that Metro has a key role to play in ensuring that access to services is not impeded because of language.

We propose that Metro ensure that translation and interpreter services are accessible to service users.

Models such as the Translation and Interpreter Bureau or purchasing services from community-based service providers should be explored.

Use of Non-Print Media

We recognize that Metro relies heavily on print media for communicating. There are a variety of reasons for exploring other innovative methods. For example, there is a high rate of illiteracy in the general population, and there are large numbers of people, particularly recent immigrants, who cannot read English or French. In addition, television has replaced print as a source of news for many people.

We propose that Metro develop ways of using non-print media more effectively.

In our consultations, we heard a number of suggestions about the use of non-print media. Based on these suggestions, Metro government must assess what we currently do, consult with people who use Metro services, and investigate strategies used by other governments.

Conclusion

The strategic directions we have described establish a basis for social development in communities and for supporting Metro's role as a regional social planner. We have tried to make our strategic directions innovative and future-oriented, but also practical. The Social Development Strategy must be "do-able" within the current context of financial restraint.

We believe that these strategic directions create a foundation for Metro to intervene effectively to achieve positive change. They indicate our commitment to developing a mutually beneficial new relationship between Metro government and its communities.

Service Development

In this chapter we discuss ways of ensuring that the community services Metro provides, supports or funds through the Community Services Department reflect and promote our social development goals. • We do not intend to make specific recommendations. Rather we will identify areas where the Community Services Department must take action to refocus its approach to services, to promote equitable access and support for communities, and to make its services more effective, particularly in light of the severe financial pressures on the system.

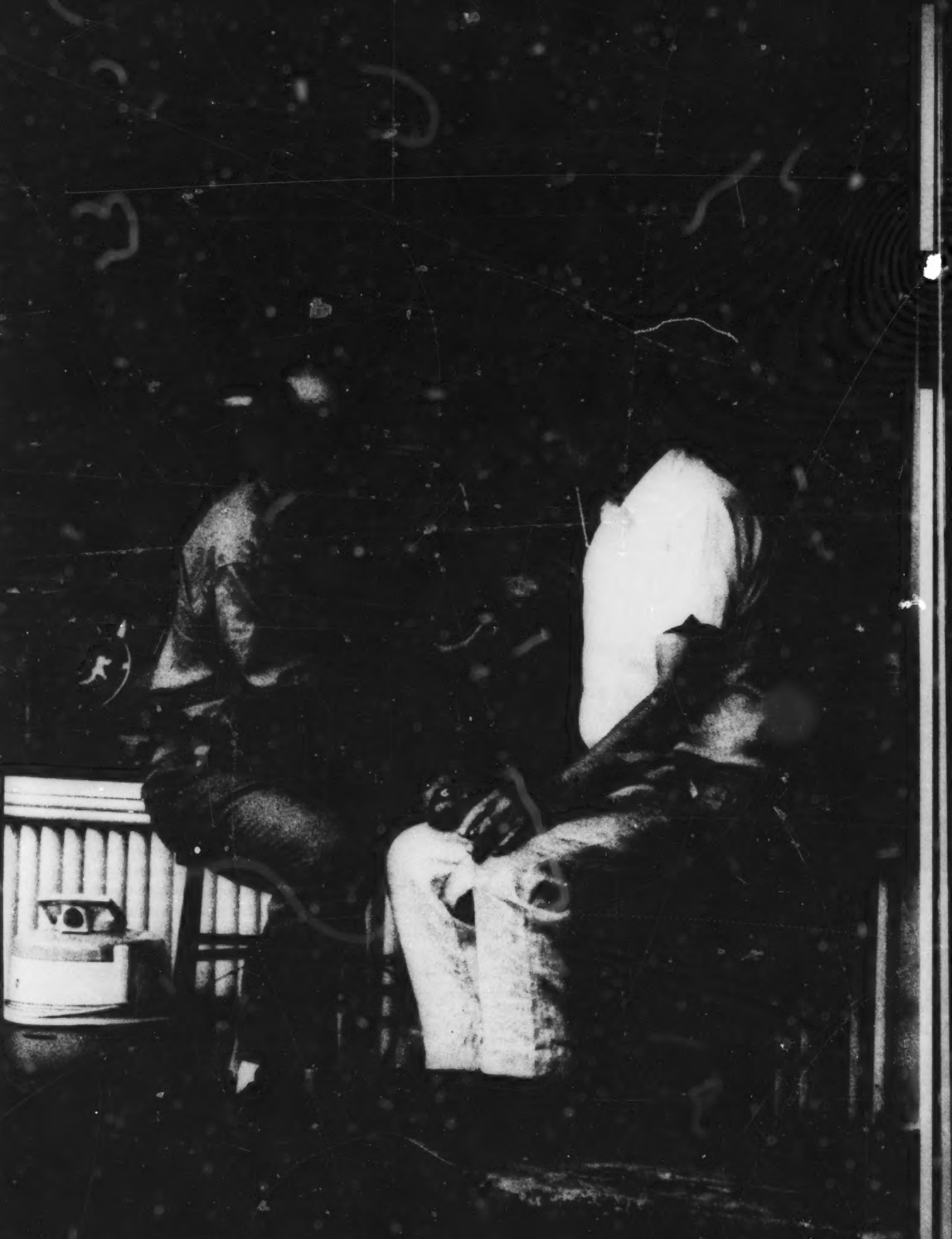
In the second phase of our consultations with the community, people provided us with many suggestions about how Metro's services could be improved. They also spoke generally about some basic aims for Metro's community services. The ideas and comments put forward form an important part of this chapter.

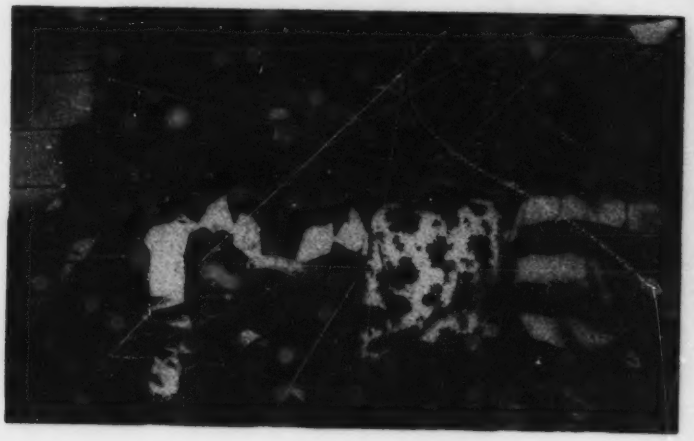
Based on our approach to social development, and considering what we heard from the community, we believe that Metro's community services should fundamentally:

- promote independence and provide opportunity and choice for individuals;
- reflect cultural, linguistic and ethno-racial diversity;
- respond to community needs and promote participation; and
- focus on prevention.

Consumer-Focused Service Delivery

The services planned and delivered by the Community Services Department are diverse and complex. There are many different services, delivered in different settings by different divisions of the Department. The Department has attempted to make its service delivery systems more responsive to the needs of consumers. We believe the Community Services Department must take steps to ensure that Metro has an increasingly "consumer-





focused" community services delivery system. This means:

- respecting the rights of consumers or users of services;
- creating ways of consulting with, and meaningfully involving, current users of services and other residents, and the agencies and organizations which act as partners with Metro in delivering services; and
- providing support to individuals or groups who participate in decisions about how services are planned and provided.

During the consultations, people identified a number of key concerns they had as consumers of the Department's services. They also suggested ways of addressing these concerns.

First and foremost, the Department must clearly outline the basic rights of service users and its specific responsibilities to its consumers. One way to do this formally is to develop a consumer bill of rights that will form the basis for a consumer-oriented approach to providing services.

People told us that getting the services they need is often confusing and frustrating. When problems emerge, they don't know where to turn for information or assistance. They suggested that there be one central place where people can get help. We believe that the Department should develop some mechanism to respond to consumers' questions and problems. This might take the form of an ombudsman or consumer advocate.

Focusing on a consumer-oriented approach to service delivery has important implications for the Department's front-line staff. One key way to support staff is to make a commitment to staff training and development. The Department must investigate training opportunities consistent with a consumer-oriented approach.

Community Involvement in Service Provision

Involving Metro residents in the planning and delivery of community services is particularly important to ensure that services fit people's

needs, that they are flexible and adaptable and that they are as open as possible.

People appreciated the opportunity provided by the Social Development Strategy consultation process to share their ideas and concerns with the Task Force. However, they noted that consultation wasn't enough. They want to participate meaningfully in decisions about how services are planned and delivered.

Metro residents also want to know how their involvement will influence decisions. They don't want to be involved in processes where their participation has no impact on decision-making.

Building on ways used by the Community Services Department to consult with and involve communities, we believe that the Department must determine how it can most effectively involve community residents, consumers and community-based agencies and organizations in decisions related to service planning and delivery. The Department must particularly ensure that residents from diverse communities have the opportunity to participate in the planning, development, and delivery of such services.

During our consultations we specifically asked how Metro could improve its advisory bodies to increase community participation. Based on what we heard, we believe that the Department must ensure that:

- advisory bodies are representative of Metro Toronto's linguistic, racial and cultural communities;
- special emphasis is placed on facilitating participation of "special-needs" communities, including persons with physical disabilities and the economically disadvantaged;
- representation is specified for various groups, such as consumers and residents-at-large;
- there are clear guidelines for the mandate and authority and selection of representatives for membership on advisory bodies;
- in-kind supports and resources are available to participants of the various advisory bodies; and

• orientation packages and training programs are available for members of advisory bodies.

More generally, we believe that consultation processes in the Department must be open and accessible to all Metro Toronto residents. Information about consultation process and advisory bodies must be made widely available.

Improving Access to Services

Ensuring equitable access to services is a fundamental goal for Metro government as a social developer. We have proposed the development of access centres in communities to respond to our access goal. Ultimately, we believe that access centres will be an integral part of the Department's service delivery system. However, we also believe that there are other ways that the Department can improve access to services that complement our strategic directions.

During the consultations, we heard repeatedly that there is a need for accessible, available information about services. We believe that ethno-racial access to services must be a priority. The focus of the Department's actions should be in these two areas.

The Community Services Department must establish clear guidelines dictating the basic types of information about Metro community services that must be available.

People told us that information must be available about where services are located, who is eligible, how to apply, and what appeal mechanisms and procedures are available.

In the previous chapter, we proposed directions to guide Metro's efforts to develop an effective communications strategy. Consistent with these directions, the Community Services Department should promote the use of plain language and design for all forms of client communications, including applications for services and other information.

The Community Services Department currently recognizes the need to review Departmental policies, procedures, and practices to ensure that individuals, groups and organizations from diverse communities have access to racially sensitive, culturally appropriate services provided by Metro. It is now involved in the development of an Access Action Plan. This Plan will identify barriers to access and specify ways to reduce and eliminate these barriers. We believe that the Department must demonstrate its commitment to increasing ethno-racial access by promptly and energetically implementing this Plan.

Conclusion

The actions we propose in this chapter build on the well-developed service delivery system that is already in place in the Community Services Department. We have proposed three fundamental issues that the Department must address: consumer-focused delivery, community involvement in service delivery and improving access to services.

These initiatives should be part of a broader effort by the Department to plan for more effective service delivery. Building on our proposals and the ideas that emerged from the community consultations, the Department must develop an operating plan consistent with Metro's role as a regional planner and funder of social services.

The Turning Point

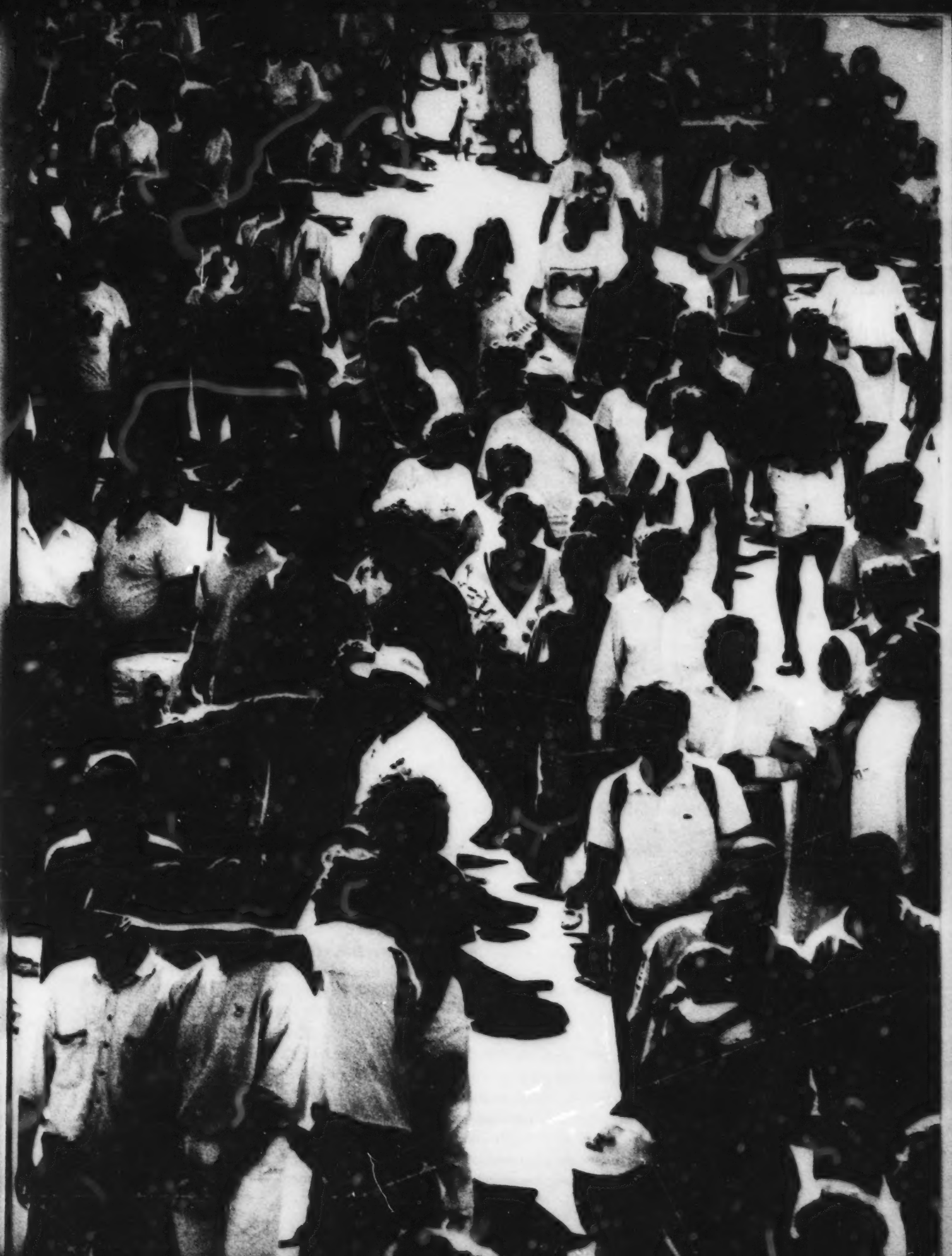
We began this report by quoting some of the many residents who contributed to the Social Development Strategy. While they brought differing perspectives and insights to our process, almost all residents shared an unease about the present, and an apprehension about the future of Metro Toronto.

Metro Toronto is at the centre of significant social, economic and demographic changes. Global restructuring and competition are changing the very shape of our economy and the opportunities available to our residents. Family structures are changing, our population is increasingly diverse and aging, and people are more and more concerned about their children's future.

Over a quarter of a million Metro residents now rely on welfare for their basic needs. The financial and human costs associated with this level of use of the safety net are staggering. Pressure on all Metro's community services, both community-based and government-delivered, is unparalleled and increasing.

We are told by senior levels of government that there is virtually no new money to respond to these pressures. In fact, the Federal government has been reducing its commitment to social welfare programs and the Provincial government is considering program cuts in its struggle to manage a growing deficit. Metropolitan government is caught in the middle. The property tax base cannot support these unprecedented costs and the growing need for service.

And the immediate future? We fear more of the same. The burden of supporting victims of economic restructuring and recession, and of responding to social and demographic changes, is falling increasingly on Metro government. It is the government closest to the people with responsibility for municipal social services. Social Services are a huge financial responsibility, representing over 45 per cent of Metro's total (gross) operating budget in 1991. Unfortunately, Metro is not constitutionally, legislatively or financially equipped to address fundamental social problems like poverty or to address the needs of an ever more diverse population.



Metro government has historically made responsible and realistic choices. Metro has demonstrated its commitment to maintaining a decent quality of life for all residents by supporting and strengthening the safety net. It has done this by going beyond its basic legal responsibilities and taking the initiative to work effectively with residents to solve problems.

It is clear that we are at a critical turning point. At stake is our common future. The problems urgently demand attention.

The Task Force believes that Metro Toronto has a strong base on which to build its future. Metro's Strategic Plan reflects Metro government's determination to confront these challenges. It emphasizes the need for integrated responses to social, environmental and economic issues, and establishes goals and priorities for the next decade. Among the key priorities is social equity. The Social Development Strategy builds on this commitment to social equity and clearly establishes Metro's role as a social developer.

New Realities - New Directions prepares Metro government to be a leader in addressing the critical social challenges facing us today. The strategy clearly identifies the principles under which we will work. The two goals of strong communities and equitable access to community resources reflect our vision for the future and the discussions we had with the community. The strategic directions we propose establish a framework for Metro to intervene effectively to achieve positive change.

COMPLETING THE STRATEGY

In 1990 and 1991, the Social Development Strategy Task Force embarked on a series of unparalleled consultations with residents to talk about community issues and opportunities for action. *New Realities - New Directions* reflects those discussions and builds on the understanding that strong communities are based on partnerships and common goals and directions. We believe we have the community's support for our goals and strategic directions. We now need to focus attention on implementation priorities and processes and on the key partnerships.

The development of a social plan for Metropolitan Toronto has given us a clear understanding of the problems facing the service planning and delivery system. We openly acknowledge that Metro government cannot address these problems alone. The key to our implementation strategy lies in solid partnerships. First and most important, Metropolitan government needs to strengthen its relationship with the community. We believe we have begun to strengthen this relationship through the Social Development Strategy process. It was recognized in the Strategy's goals and strategic directions.

New Realities - New Directions has set out three strategic directions which will provide the foundation for social development in communities: developing access centres, strengthening community development and supporting innovation. The implementation of these directions must involve Metro's communities.

The Task Force believes that for Metro government to be an effective partner, it must also focus its energies on the services and programs that it provides, funds and supports. We need to ensure that both the way we do business and what business we do are consistent with the strategic directions. Clearly, there are areas where Metro's energies and limited resources can be refocused.

Each department in Metro, and particularly the Community Services Department, must be committed to translating our broad strategic directions into policies and practices. Building on the input from the consultations and the strategic directions, the Community Services Department must develop long-term operating plans to implement Metro's role as a regional service planner and funder. This process must

begin on formal approval of this report.

Even in an ideal environment, Metro's ability to implement the broad strategic directions would be inhibited by the existing service system. Currently, Metro faces two key barriers: fiscal constraints and the lack of clarity regarding governmental authorities and responsibilities. Metro government cannot afford its share of the current service system and is consequently restricted in its ability to provide new and expanded services to meet the increasing demands.

It is essential that a new partnership be struck with the Provincial government. While our report proposes that Metro take on a primary regional planning and funding role for social and community services, the infrastructure is inadequate and cannot support the role. Instead, red tape and discussions over mandate and cost-sharing negotiations consume increasing amounts of Metro's time and energy. This new partnership must be based on a clarification and rationalization of responsibilities and a realistic division of financial obligations. It must recognize the new role the Task Force has proposed for Metro government.

In the short term, we recognize that Metro cannot wait for the results of the negotiations regarding respective provincial and municipal roles and responsibilities. We also recognize that without this new partnership, Metro will have limited resources and financial flexibility to commit to the implementation of our strategic directions.

This is our current reality. Implementation of our strategic directions, therefore, means a reallocation of existing resources and a more effective use of the resources currently directed to social development. Tough decisions must now be made about the best use of Metro's limited resources. We believe that *New Realities - New Directions* sets the context for making those decisions and for the development of new partnerships to build the social and community support system for the future.

We believe that Metropolitan Toronto is unique among North American cities. It has clearly benefited from the drive, creativity and enterprise of all the people who have chosen to call it their home. This uniqueness must be protected and enhanced.

New Realities - New Directions is evidence of Metro government's commitment to social development. It is a clear statement about the type of community we want to live in over the next decade. Equally important, it is a statement about the way Metro government will work, in partnership with others, to realize our vision.

This is a critical time for Metro Toronto. As a community we are at a turning point. We share the same concerns for Metro Toronto's future as many of its residents. And, like them, we believe now is the time to act. Our Social Development Strategy demonstrates Metro government's commitment to building strong communities and improving access for its residents. These are simple but powerful goals.

The challenge for Metro government and the community is to make these goals a reality.

The Consultation Process

There were two phases to the extensive consultation process conducted by the Task Force. Phase one occurred prior to the Interim Report, and another round of meetings was held before this report was written.

The first phase of consultations in 1990 consisted of 70 meetings and included discussions with more than 2,000 people. Public meetings were hosted by Councillors in 59 communities in 28 Metro wards. Eleven special meetings were held with ethno-racial communities: Chinese, Vietnamese, Hispanic, Francophone, Italian, Portuguese, South Asian, Native and Black.

In addition to these meetings, research consultants conducted six focus groups to gather more information on issues. Staff from the Community Services Department were also surveyed. Five research reports were commissioned to provide information on major trends and to explore new approaches to dealing with problems and solutions.

Strengthening Our Communities was made public in March of 1991. Over 2,000 copies of the report and 10,000 copies of the summary were distributed across Metro. The Interim Report was followed in April 1991 by a companion document called *What We Heard*, which provided a more detailed summary of the community consultations.

In the second phase of consultations in May and June of 1991, the Task Force again heard from a wide range of people from across Metro. Twenty-two meetings were hosted by Metro Councillors in community centres around Metro, and 10 special meetings were held with ethno-racial communities: Chinese, Vietnamese, Hispanic, Francophone, Italian, Portuguese, South Asian, Native, Black and Greek. The Task Force held public hearings at which a variety of community groups responded to the Interim Report. In addition, two meetings were held with front-line staff from the Metro Community Services Department. Other Metro departments were also contacted to give their views.

In total, the Task Force heard from approximately 1,000 people in the second phase of consultations.

Metro Government's Current Role in the Funding and Provision of Community Services

In 1991, Metro government will contribute approximately $245.5 million for the development and provision of social services. This represents approximately 18 per cent of all government funding to social services in Metropolitan Toronto.

General Welfare Assistance

The Social Services Division is responsible for the delivery and cost-sharing of General Welfare Assistance (G.W.A.). The Community Services Department estimates an average monthly caseload of 82,966 for 1991.

The Social Services Division also purchases health-related and dental services and other support programs (such as summer camps) through the provision of Special Assistance and Supplementary Aid. Employment support is offered through directly operated programs, purchased employment programs and Employment Support Initiatives for sole support parents.

The Division also purchases counselling services from 9 community agencies to assist people with low incomes.

Emergency Assistance

The Community Services Department directly operates 4 hostel facilities that accommodate over 1,000 persons. As well, the Department purchases services from 34 hostel programs that together provide approximately 1,300 beds.

There are currently another 5 shelters under development, 2 for assaulted women and their children and 3 for youth.

Hostel services also fund Habitat Services, a program which subsidizes boarding homes for ex-psychiatric patients.

Child Care

The Children's Services Division manages a subsidized child care service delivery system of over 21,000 spaces. The Division assesses clients' eligibility for subsidy, assists them to make an "informed" service choice, places their children in care and manages a waiting list of eligible clients numbering over 7,000.

Children's Services purchases service on behalf of subsidized clients from over 500 licensed child care centres and private home day care agencies.

As well, the Division directly operates 56 municipal child care centres serving about 3,000 children, and a licensed private home day care agency providing care for 900 children in supervised private homes.

Homes for the Aged

The Homes for the Aged Division provides nursing care for seniors in 9 directly-operated Homes for the Aged. In addition, the Divi-

sion provides 625 residential beds in 2 Metro Satellite Homes and through purchase of service agreements with 12 privately operated programs.

The Division also offers a Community Outreach Program through some of the directly operated Homes for the Aged.

The Homemaking and Nurses Services program subsidizes approximately 462,000 hours of homemaking and nursing services annually for elderly persons, people with disabilities, and families in crisis. The services are purchased from 17 contracted community agencies.

Grants to Community-Based Organizations

The Community Services Department provides support for the development and provision of community-based services. In 1991, Metro Council approved $8.8 million for the funding of 325 agencies under the Developmental Grants, Social Services Grants, Community and Neighbourhood Support Services and Grants for the Elderly. In addition, Metro Council allotted $500,000 in 1991 to community agencies for multicultural, literacy and summer camp programs.

Housing

The Metropolitan Toronto Housing Company Limited provides over 19,000 units of affordable housing for senior citizens, families and single people across Metropolitan Toronto. Metro is involved in the development and construction of non-profit housing through the Metropolitan Toronto Housing Development Corporation. The Housing Division also operates the Seniors' Central Housing Registry, which is a single point of entry for affordable rental housing for seniors.

Child Protection Services

Metro is required to provide 20 per cent of the provincially-approved operating costs of the Children's Aid Societies providing services in Metropolitan Toronto. In 1991, the estimated Metro contribution is $21.1 million.

Photography: Uwe Stamp and Laura Arabe (p.30 left, p.44 upper right)
Design: Public Good

A summary of *New Realities - New Directions: A Social Development Strategy for Metropolitan Toronto* is available. To obtain a copy, please call 392-9163.

Le sommaire de *Nouvelles Réalités - Nouvelles Orientations: Une stratégie de développement social pour la communauté urbaine de Toronto* est disponible en français. Pour obtenir une copie, veuillez composer 392-9163.

Un riassunto di *Nuove Realta' e Nuove Direzioni: Una Strategia per lo Sviluppo Sociale dell'area Metropolitana di Toronto* e disponibile in italiano. Per avere una copia, chiamate questo numero 392-9163.

Um sumário de *Novas Realidades - Novas Direções: desenvolvimento de uma estratégia social para O Toronto Metropolitano* está a ser oferecida em português. Para receber uma cópia telefone para 392-9163.

Está disponible un sumario de *Nuevas realidades ante nuevas realidades: estrategia de desarrollo social para Toronto Metropolitano*. Para obtener una copia, sírvase llamar a 392-9163.

Bản tóm tắt của *Những Hướng Đi Mới Trong Hiện Tình Mới Một kế Hoạch Phát Triển Xã Hội Cho Đô Thành Toronto* có in sẵn bằng tiếng Việt. Muốn có một bản, xin gọi số điện thoại: 392-9163.

「大多市社會發展策略之新境界、新方向」摘錄，均有中文譯本，如欲索閱，請與 392-9163 聯絡。

새로운 현실 - 새로운 방향 : 메트로 토론토 사회개발 전략이 한글로 번역되어 있습니다. 필요하신 분은 392-9163 으로 전화 문의하십시오.

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